Notes from the August 19, 2004 internal brainstorming session

These are notes from Mary Hamel, facilitator.   The first thing on the agenda was to define what the Waste Program does (this page).   The group then broke into three smaller groups for brainstorming.   The following pages are a compilation of ideas generated by the three groups. Additional notes taken by WMPR members will be added later.

CURRENT PROGRAM BUSINESS PRACTICES. WHAT DOES THE WASTE PROGRAM DO? WHAT ARE ITS ACTIVITIES?

- Review plans for waste facilities
- Follow up on public complaints
- Monitor environmental impact of sites and follow up as needed
- Provide information and technical assistance
- Verify compliance, do inspections
- License waste haulers and other waste facilities
- Develop rules, policy, guidance
- Approve and monitor effective recycling programs
- Audit counties for non-metallic mining
- Track generation and shipment of hazardous waste
- Provide information and reports on how we are doing as a program. Measure our own performance
- Try to ensure consistency in decisions applied across the state
- Take enforcement actions
- Manage data we collect
- Represent DNR at public meetings
- Secure funding including grants for communities and the public
- Manage the program: budget, personnel, plan for change, etc.
- Protect human health and the environment
- Translate technical advances into policy
- Satisfy grant requirements
- Regulate metallic mining

Ideas for Increasing Waste Program Efficiency and Improving the Waste Program
From August 19, 2004 Meeting in Madison
THREE GROUPS
Organized by various categories of program elements

GROUP ONE

MAJOR THEMES FROM THIS GROUP
1. Improve/clarify expectations and hold people accountable (staff, managers, and outside) by follow up.
2. Organize the Central Office consistent with program areas: recycling, hazardous waste, solid waste, IT/data/environmental monitoring. We don't like the current Central Office sectional structure: it doesn't work.
3. Improve consistency through tools such as technical peer review, technical supervisor review, more training
4. Align skill sets to function. Match employee skills to the job.

POLICY DEVELOPMENT
- Develop policy to encourage activities according to the waste hierarchy (reduce, reuse, recycle, compost, energy recovery, incineration, disposal)
- Trust business more (e.g. self-inspection, streamline plan review), but ENFORCE SWIFTLY and to the full extent of the law, if trust is broken
- Trust industry more on compliance but less on policy development
- Use EMS principles in policy development, i.e. involve internals, externals, everyone from the beginning
- Provide leadership, support local governments to write ordinances and educate public and develop waste recovery systems
- Increase contacts with new industry public interest groups when developing policy and on advisory committees
- Provide leadership on waste/resource. Spend time supporting science-based decisions in interest of public health/environment

STATUTORY CHANGES
- Determine what laws need to be changed to facilitate changing our business model
- Changes to feasibility statutes to reduce "process" efforts, e.g. needs, public notice, hearing. The process has been built up too much.
- Waste fees should fund program staff. Change laws to make sure we have sufficient funds (e.g. inflationary adjustments), staffing, and other resources.
- Require all recycling responsible units to be counties, decreasing the number of responsible units
- Program should "stand behind" statutory/code requirements as opposed to "changing" statutes and code through "guidance"

BUSINESS PROCESSES/PROGRAM ACTIVITIES
- Recentralize plan review for large facilities
- Organize peer review process for plan review
- Central clearing house for expertise/policy decisions
- Using data bases as tools for staff to evaluate if an issue is key
- Acknowledge that "consistency" does not equal "mimic." Process needs to be constant and consistent, but the outcomes may not be.

- Earlier identification of precedence issues for plan review and enforcement. Early in plan review or enforcement work, identify issues so can handle up front, not at the end of the process.
- Have teams of technical waste staff assigned to all facilities, regardless of the location of the facility and review staff so each facility has its own team. May be by type of facility or business. Should be skill-set based.
- Maintain program control of secondary enforcement actions

MANAGEMENT SYSTEMS
- Streamline the posting of policy, publications, and technical reference material so that all staff may easily access them
- Establish clear accountability criteria for BOTH staff and <u>management.</u> People know what's expected of them, are evaluated by that, and there are consequences if the criteria are not met. Meaningful and used performance measures.
- Track and reward productivity
- Central office staff should support regional and program business processes
- Central Office should not prioritized business processes, the regions should
- Spend less time on process – fewer and better meetings. Too much time spent talking, meeting, planning. Spend more time getting the work done.

RELATIONSHIPS
- Use the good professionals willing to help us… increase professional interaction with industry and academia/UW
- Partnerships between Central Office and regions not competition. This is about attitude but also structural so they are not competing for resources and one is not subservient to the other
- More frequent communication from program management, especially the bureau director. See and hear her more, have more of a presence, show more engagement with the program
- Management and staff must be accountable for work products, process, and behavior. Management should be doing administrative and supervisory work, not technical. Staff should not be the decision makers.
- Get higher quality submittals… create a standard that must be reached before a submittal is considered "in-house" and the clock starts. Kick back those that are too low quality.
- Structure staff to work collaboratively on large projects. Focus resources.

STAFFING
- Should have statewide technical experts sprinkled around the state and evenly distributed, not just in Central Office
- Allocate "proactive" work according to the waste hierarchy (i.e. waste reduction is top priority for technical assistance and plan review)
- Improve staff to supervisor ratio. Should be somewhere between 8 and 13 to 1
- Have technical review for consistency. Should be a core of people with technical expertise that review approvals before they go out
- Consider the redesign criterion #4 and keep an eye on BOTH long term and short term "greatest benefit"
- Nearly everyone should be on a team, to help people keep the big picture in mind and to share ownership of program implementation
- Foster specialization within regions, especially SCR. Have at least one hazardous waste, one solid waste and one recycling specialist per region. Have more specialization.
- Reallocate staff statewide to match appropriate classifications with work

- sumption: staff ↑and supervisors ↓ Management and supervisors must focus on those activities and facilitate staff, who do the technical work
- ALL supervisors, from Al Shea down and including the AW level and regional AW leaders, should be "working" supervisors and do some staff level work.
- Follow through on work (especially policy and guidance development) to completion. Don't make promises we can't keep.
- Allocate "enforcement" work based on reverse order of hierarchy (i.e. disposal should be top enforcement priority

OTHER RESOURCES
- Increase hazardous waste fees on generated wastes
- Increase tipping fees
- Upgrade IT toolset, XP operating system, Office suite productivity tools, Arc GIS
- IT staff needs to be increased in waste program
- IT should be managed on a project basis with staff lead by project lead
- Decrease dependence on regulated industry for program funding as this is a conflict of interest. Find new sources of money – one idea is a fee for all waste generators
- Money for database improvement
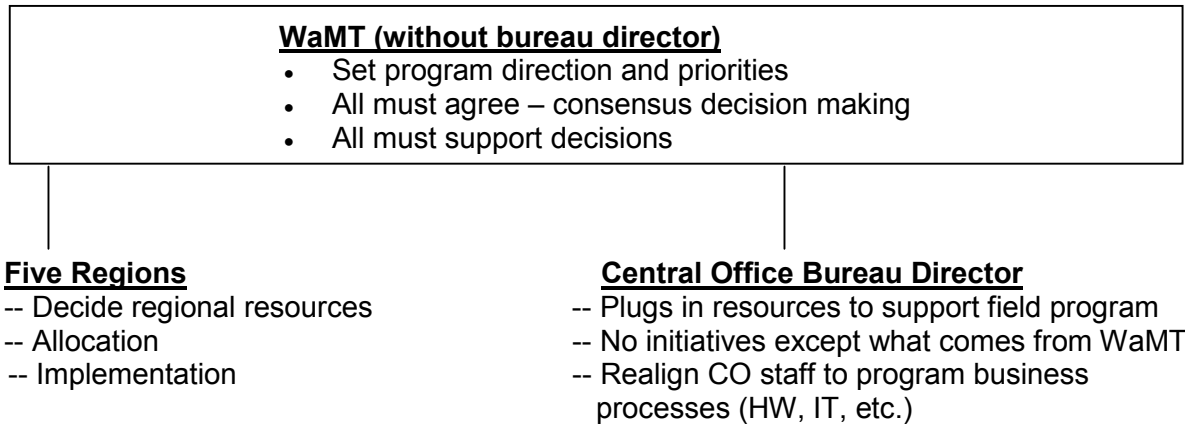- Support for databases: enough permanent staff, need money for more staff.

TRAINING, LEARNING, BUILDING EXPERIENCE
- Don't' try to teach everyone to do every thing
- Mandatory IT training for all staff with minimum levels of ability. Part of performance evaluation
- Maintain a professional staff specialized and knowledgeable about new science, technologies, etc. and capable of sharing information and providing technical assistance
- Talk less, read more! Get on with it. Stop talking and meeting about topics and move on.
- Build up hazardous waste technical knowledge in order to have specialization in each region. Need more hazardous waste guidance.
- Encourage professional/technical publication by staff
- Maintain technical knowledge by funding training of staff and buying technical journals

STRUCTURE, AKA "THE BOXES"
- Fewer teams. Fewer members per team. Fewer permanent teams; more short-term teams.
- WMT has too many members
- Merge section functions with team functions
- Realign sections with programs (solid waste, hazardous waste, recycling)
- In Central Office have one section and one supervisor for each major program area -- solid waste, hazardous waste, recycling – with further staff specialization within.
- Consolidate teams and reduce overall team membership
- Have an IT project leader and under him/her have systems analyst, data manager reports, document and files manager, web programmer, and application programmer
- Match skill sets of employees to sections and teams
- Let technical supervisors identify certain people statewide for knowledge/ability. Break down region/central office barrier. Allow experts to cross borders.
- Regional management should be more involved to prioritize business processes and staff allocation. But, then regions have to agree/follow planned priorities.
- Keep subject teams (environmental monitoring, solid waste, hazardous waste, special waste, and recycling)
- Combine into one program, integrating hazardous waste, solid waste, recycling, and R&R to remove artificial sub-program barriers

- Technical supervision
- Revision program structure and relationships to reflect two basic premises:
  - first that the 5 regional supervisors would co-lead the program (acting as a 5-person ship's captain (or Board of Directors?) giving out orders for others to carry out) with the bureau director serving under them (as executive director?) ensuring support structure and resources are in place to support the direction of the 5 regional sups
  - second that the program partitions resemble overlapping piles more than 🗒s

WaMT (without bureau director)
• Set program direction and priorities
• All must agree – consensus decision making
• All must support decisions

Five Regions
-- Decide regional resources
-- Allocation
-- Implementation

Central Office Bureau Director
-- Plugs in resources to support field program
-- No initiatives except what comes from WaMT
-- Realign CO staff to program business processes (HW, IT, etc.)

GROUP TWO

BUSINESS PROCESSES/PROGRAM ACTIVITIES
- Limit plan review to most environmentally significant facilities to reflect current staffing levels. This may require statutory changes
- Have no new mandates/work without resources, this includes what we do to ourselves through rules, etc.
- Drop recycling as it's secondary to protecting health and the environment and involves 13 staff. Or provide more funding for grants.
- Consider moving to an audit function for all plan review. Ask the fundamental question "why do we require this information (i.e. capturing groundwater parameters, recycling data, etc)?" or continue to hang on to a self-implementing program.
- Transition to self-implementing programs and stop hanging on to them, e.g. non-metallic mining.
- Consistency concerns related to basic work and duties have unrealistic expectations relative to basic humanism and individuality. People do things differently and we must allow and apply discretion. Forget consistency concerns and move on.
- Have clear direction on who handles consistency issues related to policy and the problems that result.

MANAGEMENT SYSTEMS
- Have more openness from management on decisions
- Improve and expand data management systems -- FIST and GEMS. Integrate SHWMS
- More accountability – individual accountability for both staff and managers, managers should assure individual accountability
- More bottom-up rather than top-down management structure with more weight given to technical staff and the job they do.
- Clarify the role and responsibility of teams, sections, work units, etc.

RELATIONSHIPS
- Develop and expand links to public and political groups to inform, educate, share on a regular basis
- Tell the Waste Story, get out the good word, especially on the hazardous waste program, 2nd priority on solid waste
- More time for education and public outreach
- Provide better channels of communication among staff and between staff and managers
- Better communication between the central office and regions and among the regions. Communicate decisions.

STAFFING
- Evaluate skill sets instead of seeking new hires. Develop skills in existing staff.
- Staff assignments should not be limited by regional boundaries.
- Consolidate plan review staff… dedicate staff to plan review, but don't put them in the same location.
- Regionalize, i.e. work together to get work done, cooperate to make commitments and get needed work done, no matter who is in what region.

OTHER RESOURCES
- Ensure there is adequate funding for carrying out core work
- Increase tipping fees
- Make counties do enforcement and complaint response

TRAINING, LEARNING, BUILDING EXPERIENCE
- Ensure technical staff have appropriate training/technical oversight
- Make sure we have web expertise in the program
- Need writer/editor skills in the program – guidance, good word, etc.
- Add internal IT support within the Waste Program

STRUCTURE, AKA "THE BOXES"
- Organize staff in the Central Office along areas of expertise, work duties, or function, including data management. Align staff with titles of sections. Supervisors should have expertise in the areas that the staff has.
- Consider likely "mergers," which would simplify the program for the public. For example, merge CEA and R&R
- Resolve issue of Waste/RR overlap and inconsistency
- Organize along programmatic sections for ease of our customers.
- Set up along functional lines – solid waste, hazardous waste, recycling, mining.
- Have programmatic sections rather than functional sections as now organized
- Central office sections by program – mining, recycling, hazardous waste, solid waste

POLICY DEVELOPMENT
- Need more hazardous waste policy and rule making expertise
- Policy should be product of "academics" (central office) and "doers" (region)
- Go to the root of waste problem – consumption and disposal patterns

BUSINESS PROCESSES/PROGRAM ACTIVITIES
- Streamline application processes with exchange for meaningful AUDITS
- Develop skills in outreach/social marketing – staff and managers
- Develop more "outreach" and "marketing" skills to directly benefit private citizens, e.g. mercury thermometer grant
- Provide better structure/mechanism for staff to reach out to public proactively and educate and inform

MANAGEMENT SYSTEMS
- Develop funding mechanisms and financial incentives consistent with waste minimization and healthy environment
- Remove conflict caused by disposal tipping fees funding the program, i.e. more landfilling = more revenue
- Separate funding so no fear of reprisal for policy or decision. Now funded by those regulated, which gives them more power than the public
- Fund whole program with tipping fees?
- Need to mesh funding with decided priorities
- Better connect EMS goals, funding, core work, and staff resources
- Work plan needs to better serve priority work identified by teams!

RELATIONSHIPS
- Develop relationships with citizens/groups to reduce waste and educate
- Build constituencies by marketing ourselves and our program

STAFFING
- Centralize supervision of plan review/audit staff for solid waste work
- Complete decentralization of plan review staff
- Set maximum of 2 specialties per generalist
- Define central office versus region roles and responsibilities

OTHER RESOURCES
- Build alliances with WTA, League of Municipalities,
- Citizen monitoring? – recycling, open burning

TRAINING, LEARNING, BUILDING EXPERIENCE
- Use of mentors

STRUCTURE, AKA "THE BOXES"
- Align sections with teams
- Be careful not to recreate "silos" in new structure. Must integrate across solid waste, hazardous waste, recycling to benefit the environment
- Organize around the greatest environmental benefit: minimize waste, minimize the impact of landfills

- Eliminate all regional supervisors and Air&Waste leaders and transform supervisors into outreach leaders
- Organize around eliminating persistent, bioaccumulative substances
- Focus program structure on statewide effort to achieve "zero waste" goal